



**AGENDA ITEM 10**

# **Herefordshire Supporting People Strategy 2005–2010**

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## **1.0 Executive Summary**

### **1.1 The Vision for Supporting People in Herefordshire**

The Supporting People programme currently funds housing related support services for over 2500 people in Herefordshire. These services contribute towards meeting the strategic priorities of The County of Herefordshire District Council and its key partners including the Herefordshire Primary Care Trust and West Mercia Probation Service. Specific priorities include:

- Addressing homelessness (preventing homelessness), in particular repeat homelessness and supporting women at risk of domestic violence
- Providing support to older people to maintain their independence
- Tackling substance misuse (alcohol and drugs)
- Making our neighbourhoods safer (addressing crime, community safety and anti-social behaviour)
- Seeking to ensure equal access to services

The Herefordshire Supporting People Partnership is committed to ensuring that the Supporting People programme provides the most appropriate housing related support services. With the programme vision to fund services that:

- Contribute to the strategic objectives of the Council and its partners
- Are accessible, high quality, effective and culturally sensitive
- Enable vulnerable people to develop and sustain independent living
- Prevent or delay the need for more intensive, higher cost health and social care interventions
- Contribute to successful outcomes of wider housing, health and social care interventions

### **1.2 Achieving the Vision**

In view of the local context and the information set out in this Strategy, it is clear that there are a number of significant challenges to be addressed over the Strategy period in order to achieve this vision. This Strategy has been developed against a background of expected cuts in funding over the next five years. Therefore the key to achieving this vision is a strategic approach to commissioning, service reviews and needs analysis to direct and improve Supporting People services delivered in Herefordshire.

The Herefordshire Supporting People Partnership has formulated a set of guiding principles to inform the delivery and development of housing related support services in Herefordshire. These are:

- Fair & equal access to services for all vulnerable people regardless of gender; age; race or culture; disability; sexual orientation; life experience; or ability to pay
- Inclusion of all stakeholders, particularly service users, in the development of new services and the reviewing of existing services
- Access to services should be open to all, dependent on each person's needs, and should recognise that some people will need appropriate support to enable them to articulate their views and needs. The Herefordshire Supporting People Partnership will ensure that clear information about accessing housing and support services is available to all
- Quality standards will be developed with stakeholders against, which all services can be measured
- Clear and effective information will be produced by each supported housing provider to enable all potential service users to be clear about what they can expect from that service
- Security of tenure should be regarded as a priority for all service users, with housing providers applying the Government's housing priorities to offer the most secure form of tenancy applicable to each service or scheme
- A joined-up response on strategic issues, need, capital and revenue funding from the Herefordshire Supporting People Partnership to providers wishing to remodel existing schemes or develop new schemes
- Recognising that specialist and smaller providers bring particular skills and expertise to their services, and that the Herefordshire Supporting People Partnership has a role to play in nurturing these providers and enabling them to flourish in a competitive marketplace with finite resources

### **1.3 Herefordshire - The Local Context**

The Office of the Deputy Prime Minister's (ODPM) Index of Deprivation, used to prioritise public sector resources, places Herefordshire in the middle range of deprivation in England for most indicators. But in terms of geographical access to services, Herefordshire is one of the most deprived local authority areas in England: more than half of its small areas were ranked in the 20% most deprived in England; 41 were ranked in the most deprived 5%; and 17 in the most deprived 1%. This is a major challenge for the county in terms of supporting independent living, in terms of improving access, identifying and attracting the right staff in the right place, and ensuring extra transport costs are met.

The impact of the acute shortage of affordable accommodation in Herefordshire can result in difficulties for Supporting People service users to access accommodation, and in particular when moving on from transitional accommodation. There is also an associated over-reliance on the use of temporary accommodation. This puts Supporting People provision in

jeopardy, and reduces its effectiveness. Supporting People's role in addressing these issues will be a major dimension of the revised Strategy.

The growing population of older people in Herefordshire is also a major issue. Analysis in the Strategy suggests a projected increase in demand from older people for Supporting People services between 2004 and 2011 of 21%. This has major implications for all Herefordshire's services for older people.

## 1.4 Financial Overview

The announcement of the ODPM's Distribution Formula for Supporting People Grant in December 2004 has created severe difficulties for the Herefordshire Supporting People Partnership.

If implemented as it stands, the Distribution Formula will mean that Herefordshire will be the seventh most adversely affected authority in England, facing a loss in Supporting People Grant of approximately 25% (£1.85 million) over the five-year period, and over the long term a loss of at least 58% (£4.2 million) on 2003/4 grant levels.

Table One below profiles year on year allocations over the Strategy period against anticipated spend incorporating the planned investment in strategic priorities identified within the Strategy. The grant level for 2005/6 is known; however, since Herefordshire is one of the most unfavourably treated by the Formula, reference to the ODPM's guidance on the introduction of grant reductions would suggest a cut of a further 5% each year over the Strategy period.

**TABLE 1  
THE HEREFORDSHIRE SUPPORTING PEOPLE BUDGET 2005/6-2009/10**

Financial Year	Supporting People Grant Allocation assuming a 5% reduction from 2006/07	Commitments assuming the delivery of identified priorities **	Deficit: assuming deliver of priorities and demographic driver *
2005/06	6,813,797	<b>£6,483,549</b>	<b>- £330,248</b>
2006/07	6,473,107	<b>£6,959,049</b>	<b>£527,781</b>
2007/08	6,149,452	<b>£6,959,049</b>	<b>£894,321</b>
2008/09	5,841,979	<b>£6,959,049</b>	<b>£1,245,750</b>
2009/10	5,549,880	<b>£6,959,049</b>	<b>£1,582,905</b>

\* Demographic driver to reflect estimated increased demand for Supporting People services from the growing older population

\*\* Does not include an allowance for an inflationary uplift

### **Conclusions from Table 1**

- 2005/6 is in balance, including meeting strategic aims through new developments of an estimated contract value of £479,000 (see Part 7.1.1 below)
- 2006/7 would be in balance if no further strategic priorities were developed (see Part 7.2.1 below)
- 2007/8 to 2009/10 presents challenges that the Herefordshire Supporting People Partnership will have to be address through a robust review and consultation with partners

In line with the ODPM's guidance the Herefordshire Supporting People Partnership adopted a robust approach to monitoring & review and contract management. Over time, efficiency savings have been achieved, with the intention of investing released legacy funding in schemes to meet high strategic priorities. However, uncertainty in relation to rolling forward efficiency savings beyond 2005/06 puts the development of these further priorities in jeopardy. Table two sets out the effect that the inclusion of the efficiency savings would have on the Supporting People budget.

**TABLE 2  
THE HEREFORDSHIRE SUPPORTING PEOPLE BUDGET 2005/6-2009/10  
(assuming efficiency savings can be rolled forward)**

Financial Year	Supporting People Grant Allocation assuming a 5% reduction from 2006/07 including the efficiency savings	Commitments assuming the delivery of identified priorities **	<b>CREDIT</b> assuming priority new spend and demographic driver *
2005/06	8,643,797	<b>£6,483,549</b>	<b>- £2,160,248</b>
2006/07	8,211,607	<b>£6,959,049</b>	<b>- £1,252,558</b>
2007/08	7,801,026	<b>£6,959,049</b>	<b>-£ 841,977</b>
2008/09	7,410,097	<b>£6,959,049</b>	<b>-£451,048</b>
2009/10	7,039,592	<b>£6,959,049</b>	<b>-£80,543</b>

\*\* Demographic driver to reflect estimated increased demand for Supporting People services from the growing older population

\*\* Does not include an allowance for an inflationary uplift

### **Conclusions from Table 2**

- 2005/6 is affordable, including meeting strategic aims through new developments of an annual value of £478,800 (see Part 7.1.1 below)
- 2006/7 is affordable, including meeting strategic aim through new development of an annual value of £475,500 (see Part 7.2.1 below)
- 2007/8 to 2009/10 presents challenges that the Herefordshire Supporting People Partnership will have to be addressed in the coming year

The lack of clarity in respect of the Distribution Formula will mean that the Herefordshire Supporting People Partnership will face very hard decisions

about priorities over the coming years. Representations are being made through appropriate channels about the extreme nature of the redistribution proposed, and the accuracy and objectivity of the Formula as it stands. The ODPM will be asked for guidance as to how Herefordshire can achieve national targets in a climate of significant service contraction.

## 1.5 Commissioning

The Herefordshire Supporting People Partnership will seek to commission services that:

- Complement the vision
- Meet the needs of the County
- Are flexible
- Are sustainable
- Are cost effective, providing value for money
- Fit with the strategic priorities of partners
- Are high quality
- Are eligible for Supporting People funding

In developing the Strategy a Needs Analysis and evaluation of current provision has been undertaken. This has identified the following commissioning priorities for each client group.

However, as indicated in the financial overview, the Herefordshire Supporting People Partnership are unable to commit funding to these schemes until the implications of the Distribution Formula and the ODPM's decision on rolling forward efficiency savings beyond 2005-2006 are known.

<b>Client Group</b>	<b>Commissioning Priorities</b>
<b>Older People</b>	<ul style="list-style-type: none"> <li>• Floating support services to complement the Council's reablement Strategy</li> <li>• Services to complement the extra care provision</li> <li>• Supported housing with assistive technology for people with dementia</li> <li>• Early intervention services for people with dementia</li> <li>• A review of the Sheltered Housing sector</li> </ul>
<b>Learning Disabilities</b>	<ul style="list-style-type: none"> <li>• Improving choices, to enable people to live independently</li> <li>• Transitional services to help make the move from high dependency living to independence</li> <li>• Shared Ownership</li> <li>• Supported housing for people moving on from older carers</li> </ul>
<b>Mental Health</b>	<ul style="list-style-type: none"> <li>• Floating support</li> <li>• Remodelling of transitional supported housing</li> </ul>



	<ul style="list-style-type: none"> <li>schemes to meet identified needs</li> <li>• Shared Ownership</li> </ul>
<b>Teenage Parents</b>	<ul style="list-style-type: none"> <li>• A expansion of the floating support service</li> </ul>
<b>Homeless</b> (homeless families; single homeless people; rough sleepers)	<ul style="list-style-type: none"> <li>• Intensively managed temporary supported housing</li> <li>• Floating support services for the prevention of initial and repeat homelessness</li> <li>• Floating support for those currently housed who are at risk of homelessness</li> </ul>
<b>Substance Misuse</b>	<ul style="list-style-type: none"> <li>• Floating support for individuals with drug problems</li> <li>• Transitional supported housing for people addressing alcohol misuse issues</li> </ul>
<b>Offenders</b>	<ul style="list-style-type: none"> <li>• Floating support</li> <li>• Research into the needs of offenders with additional support needs</li> </ul>
<b>Travellers</b>	<ul style="list-style-type: none"> <li>• A comprehensive needs analysis and a respecified floating support service</li> </ul>
<b>Young People</b> (young people leaving care; young people at risk)	<ul style="list-style-type: none"> <li>• Services to prevent and reduce homelessness</li> <li>• Homeless prevention for care leavers and young people at risk</li> <li>• Dispersed transitional supported housing</li> <li>• An evaluation of supported lodgings for young offenders</li> </ul>
<b>Domestic Violence</b>	<ul style="list-style-type: none"> <li>• Cost effective accommodation based schemes</li> <li>• Services to enable people to remain in their homes</li> </ul>
<b>People with Physical Disabilities</b>	<ul style="list-style-type: none"> <li>• Research into the housing and the housing related support needs of these client groups</li> </ul>
<b>People with HIV/AIDS</b>	<ul style="list-style-type: none"> <li>• Research is required into the housing and housing related support needs of this client group</li> </ul>

## 1.6 Service Reviews

A key aim of the review programme is to ensure that service provision is at a level that balances demand with supply. Clear eligibility criteria have been established and nominal caps and tariffs have been introduced. This work will be taken forward by the West Mercia Cross Authority Group.

Since the introduction of Supporting People, 40 reviews have been conducted. The initial focus was on high cost and high-risk schemes. The review programme will be completed in 2005/6. By February 2005 in total:

- 18 services have been transferred
- 10 have been re-commissioned
- 6 have been remodelled
- 6 have been decommissioned

Service users, providers, stakeholders from health, social care and probation, have been involved in scheme reviews and service development. These consultations have informed the service review programme and the priorities reflected in this Strategy.

Detailed improvement plans have aided significant improvements in service quality. The re-specification and the associated renegotiation of contracts has to date released approximately £465,000. This has been reinvested into services with high strategic priority, including services for homeless people and drug misusers.

## **1.7 Cross-Authority Working**

The members of the West Mercia Cross-Authority Group (WMCAG) have developed an effective level of joint working over the last four years and are continuing to strengthen this approach. A mission statement formalises the process by setting out the shared vision for the next five years and beyond.

## **1.8 The Annual Plan for 2005/6**

The Five Year Strategy is a live document that will need to be reviewed in light of Herefordshire's developing needs, outcomes of consultation, as well as confirmation of ODPM's approach to the Supporting People grant funding.

The commissioning plan meets strategic priorities for the Herefordshire Supporting People Partnership, through new developments.

However, as indicated in the financial overview, the Herefordshire Supporting People Partnership are unable to commit funding to these schemes until the implications of the Distribution Formula and the ODPM's decision on rolling forward efficiency savings beyond 2005-2006 are known.

### **1.8.1 A Revised Strategy for 2006/2010**

Extensive consultation will be required at all levels during 2005/6 to produce a detailed approach to the period 2006/7 to 2009/10. A revised Strategy will be prepared for the autumn of 2005. It will take particular account of:

- Priority developments identified through the Strategy's needs analysis
- Any further resolution of the Supporting People Distribution Formula
- Outcomes of further scheme reviews in 2005
- Outcomes of commissioned research

Planning for any associated capital development based on the conclusions and priorities of this Strategy and its revision will run in parallel through 2005/6, with the aim to anticipate revised priorities rather than react to them.

## **2.0 Strategic relevance of Supporting People**

### **2.1 Introduction**

Launched in April 2003, the Supporting People Programme provides housing related support to approximately one million vulnerable people throughout the UK. The focus of the Supporting People Programme is to enable vulnerable and disabled people to live as independently as possible and encompasses the following series of objectives:

- A programme that delivers quality of life and promotes independence
- Services that are of a high quality, strategically planned, cost effective and complement existing care packages
- The planning and development of services is needs led
- A working partnership of local government, probation, health, voluntary sector organisations, housing associations, support agencies and service users

The Five Year Supporting People Strategy and programme has a key role to play in delivering a number of key ambitions set out within the Herefordshire Plan, Herefordshire Partnerships Community Strategy.

- Improve the health and well being of people in Herefordshire
- Reduce crime and disorder and make Herefordshire safer
- Tackle poverty and isolation in Herefordshire
- Meet Herefordshire's accommodation needs

The Council's Corporate Plan (2005-2008) (draft) sets out the Council's contribution to achieving the ambitions of the Herefordshire Plan and states the following to be one of its eight overarching priorities:

- To enable vulnerable adults to live independently and, in particular, to enable many more older people to continue to live in their own homes

This five year Supporting People Strategy for Herefordshire builds on the Shadow Supporting People Strategy 2003-2004. The Strategy has been developed with reference to government guidance with a view to critically examining current service provision for the purpose of achieving a strategic focus, which addresses local needs and key strategic priorities.

### **2.2 The Vision**

The Supporting People programme currently funds housing related support services for 2500 people in Herefordshire. These services contribute towards meeting the strategic priorities of The County of Herefordshire District Council and its key partners including the Herefordshire Primary Care Trust and West Mercia Probation Service.

Specific priorities include:

- Addressing homelessness (preventing homelessness), in particular repeat homelessness and supporting women at risk of domestic violence
- Providing support to older people to maintain their independence
- Tackling substance misuse (alcohol and drugs)
- Making our neighbourhoods safer (addressing crime, community safety and anti-social behaviour)
- Seek to ensure equal access to services

The Herefordshire Supporting People Partnership is committed to ensuring that the Supporting People programme provides the most appropriate housing related support services. With the programme vision to fund services that:

- Contribute to the strategic objectives of the Council and its partners
- Are accessible, high quality, effective and culturally sensitive
- Enable vulnerable people to develop and sustain independent living
- Prevent or delay the need for more intensive, higher cost health and social care interventions
- Contribute to successful outcomes of wider housing, health and social care interventions

### **2.2.1 Aims**

The Herefordshire Supporting People Partnership aims to deliver preventative services that will:

- Reduce the level of homelessness and repeat homelessness
- Reduce the risk of offending and drug misuse
- Promote independence and social inclusion of vulnerable and disabled people through the provision of enabling housing-related support services
- Delay an individual's need to access more intensive services due to a deterioration in health, or ability
- Improve the spectrum of choice in the supported housing sector
- Seek to ensure equal access to services
- Maximise the use of all available resources to best meet people's housing and support needs

## **2.3 Herefordshire – The Local Context**

Herefordshire's population is approximately 176,900. The County is sparsely populated, having one of the five lowest population densities in England. About one-third of the population lives in Hereford city with one third in the market towns and the remaining third in rural areas. About 47% of housing is in rural areas.

Herefordshire has the most dispersed population in England. This is measured by the ward sparsity factor, which takes account of the proportion of the population resident in wards of low population density.

In 2000, the Countryside Agency did a survey of rural assets, services and facilities. The following data show the number of rural parishes, i.e. those with fewer than 10,000 residents, which lack the key facilities considered essential for the conduct of normal daily life in the villages and countryside:

- Bus service on 6 or 7 days a week 49%
- Bus service on at least one day a week 23%
- General Store 87%
- Post Office 63%
- Public House 52%
- Primary School 71%
- Village Hall or other meeting place 38%

The County's population has a considerably older age profile than that for England and Wales, 22.7% of the population is retired, compared with 18.5% nationally. There are fewer persons of working age (58.5% compared with 61.8% nationally).

By 2011 the population is expected to grow by 3.1%, which is about the same as nationally. However, the number of under 18's is expected to fall by 11.9% (nationally fall by 4.2%); the number of 18 to 64 year olds to grow by only 2.8% (4.4% nationally); and the number who are 65 and over to grow by 20.7% (10.2% nationally).

Although the Government's 2004 Index of Multiple Deprivation ranks Herefordshire 192<sup>nd</sup> out of 350 local authorities, there are areas of poverty and deprivation within the county.

When considered against other indicators, Herefordshire is in the middle range of deprivation in England, in terms of 'geographical barriers', Herefordshire is one of the most deprived local authority areas in England: more than half of its small areas were ranked in the 20% most deprived in England; 41 were ranked in the most deprived 5%; and 17 in the most deprived 1%.

At the time of the 2001 census 0.9% of Herefordshire's population were non-white British, compared with 11.2% in the West Midlands region and 9.1% in England and Wales. Herefordshire has a much higher than average Traveller population. The UK Gypsy Council estimates this to be 5% of the Herefordshire population, and to consist of both 'New Age' and Romany Travellers.

Herefordshire is experiencing an extreme and ongoing of affordable housing with a widening affordability gap contributing to increases in applications for social rented housing and increases in homelessness.

## **2.4 Consultation**

The expressed needs and aspirations of service users are integral to the Supporting People Programme in Herefordshire. In view of the dispersed nature of the rural population Supporting People has been integrated with existing policy agendas, reflecting and contributing to strategic priorities; working closely with service users in the development of services.

Service users have been involved in scheme reviews and service development. These consultations have informed the priorities reflected in this Strategy. They are summarised in Appendix One.

The development of the Strategy has entailed research and consultation with the involvement of service partners and provider representatives. Early drafts of sections have been shared with interest groups, resulting in development and amendment of the Strategy. Formal meetings were held to further this process and resulting draft documents were disseminated to all partners and stakeholders for ratification.

In spite of the cuts envisaged with the implementation of the proposed Distribution Formula, the well-prepared development plans for 2005/6 can be implemented. However, it is considered that extensive consultation will be required at all levels during 2005/6 to produce a detailed approach to the period 2006/7 to 2009/10. Meanwhile, a challenge will be made to the appropriateness and fairness of the Distribution Formula through available consultative processes. Representations will be made to the ODPM for guidance as to how Herefordshire can achieve national targets in a climate of significant service contraction.

This Strategy reflects our analysis of current priorities based on consultation, analysis of need and supply, and scheme reviews in the past year.

The Five Year Strategy has been endorsed by the Herefordshire Supporting People Partnership and will be approved by The County of Herefordshire District Council's Cabinet prior to submission to the ODPM.

A revised Strategy will be prepared for the autumn of 2005. Stakeholder events will be convened to monitor and inform the development of any revised Strategy.

### **2.4.1 West Mercia Cross-Authority Group Statement**

ODPM has stressed the importance of Administering Authorities working in partnership to improve the delivery of the Supporting People programme. The members of the West Mercia Cross-Authority Group (WMCAG) have developed an effective level of joint working over the last four years and are continuing to strengthen this approach. The statement in Appendix Two formalises this process and sets out a shared vision for the next five years and beyond.

## **2.4.2 West Midlands Regional Supporting People Strategy**

Herefordshire's Supporting People Strategy complements with West Midlands' regional approach. West Midlands' Strategy seeks to improve partnership working across sectors and ensure Supporting People operates in a more planned, coherent and strategic manner across the region.

## **2.4.3 West Midlands Regional Housing Strategy**

The development of the West Midlands Regional Housing Strategy has provided an important opportunity for improved coordination of the approach to capital and revenue investment across the region. Included amongst the key issues of the developing Regional Housing Strategy response are:

- Improving the existing provision
- Improved access to move on accommodation
- The role of supported housing in wider urban and rural renaissance

## **2.5 Governance**

The County of Herefordshire District Council is the Administering Authority responsible for implementing the Supporting People programme within Herefordshire. A Commissioning Body comprising representatives from the Administering Authority, Herefordshire Primary Care Trust and West Mercia Probation is responsible for the governance of the programme. In addition, the Commissioning Body is supported in its role by non-voting shadow representatives comprising elected members and non-executive board members from the partner agencies.

### **2.5.1 Commissioning Statement**

The County of Herefordshire District Council's Standing Orders set out guidance for tendering procedures for goods and services. In the case of Supporting People Services it may not be feasible or beneficial to undertake a tendering exercise and in such circumstances it may be necessary to seek agreement to a waiver of standing orders when commissioning.

Set out below are some of the circumstances under which an approval to waive standing orders under the Council's financial regulation will be sought:

- Where the service is accommodation based and the support service provider is also the landlord and will not agree to a proposal for an alternative third party to provide the support service
- Where a service is a new development funded through an inherited capital allocation to a certain provider from the Housing Corporation
- Where it is considered that the services to be commissioned are so specialist in nature as to limit the opportunity for securing comparative tenders

For existing services the decision whether or not to tender will depend upon the outcome of the Service Review.

## 2.6 Current and Anticipated Spend

The announcement of ODPM (ODPM) Distribution Formula for Supporting People (SP) Grant in December 2004 has created severe difficulties for the Herefordshire Supporting People Partnership.

If implemented as it stands, the Distribution Formula will mean that Herefordshire will be the seventh most adversely affected authority in England, facing a loss in Supporting People Grant of approximately 25% over the five-year period, and over the long term a loss of at least 58% on 2003/4 grant levels.

Table three below profiles year on year allocations over the Strategy period against anticipated spend incorporating investment in strategic priorities identified within the Strategy. The grant level for 2005/6 is known; however, since Herefordshire is one of the most unfavourably treated by the Formula, reference to the ODPM's guidance on the introduction of grant reductions would suggest a cut of a further 5% each year over the Strategy period.

**TABLE 3  
THE HEREFORDSHIRE SUPPORTING PEOPLE BUDGET 2005/6-2009/10**

Financial Year	Supporting People Grant Allocation assuming a 5% reduction from 2006/07	Commitments assuming the delivery of identified priorities **	Deficit: assuming priority new spend and demographic driver *
2005/06	6,813,797	<b>£6,483,549</b>	<b>- £330,248</b>
2006/07	6,473,107	<b>£6,959,049</b>	<b>£527,781</b>
2007/08	6,149,452	<b>£6,959,049</b>	<b>£894,321</b>
2008/09	5,841,979	<b>£6,959,049</b>	<b>£1,245,750</b>
2009/10	5,549,880	<b>£6,959,049</b>	<b>£1,582,905</b>

\*Demographic driver = an additional sum to reflect increased demand in service due to growing older population

\*\* Does not include an allowance for an inflationary uplift

### **Conclusions from Table 3**

- 2005/6 is in balance, including meeting strategic aims through new developments of an annual value of £478,800 (see Part 7 below)
- 2006/7 would be in balance if no identified strategic priorities were developed
- 2007/8 to 2009/10 presents challenges that the Herefordshire Supporting People Partnership will have to be addressed in the coming year

Funding priorities will have to be identified on the basis of the outcome of further scheme reviews.



In light of the ODPM's guidance, the Herefordshire Supporting People Partnership adopted a robust approach to monitoring & review and contract management. Over time, efficiency savings have been achieved, with the intention of investing released legacy funding in schemes to meet high strategic priorities. Table four below shows the effect that the inclusion of the efficiency savings would have on the Supporting People budget.

**TABLE 4  
THE HEREFORDSHIRE SUPPORTING PEOPLE BUDGET 2005/6-2009/10  
(including efficiency savings)**

Financial Year	Supporting People Grant Allocation assuming a 5% reduction from 2006/07 including the efficiency savings	Commitments assuming the delivery of identified priorities **	<b>CREDIT</b> assuming priority new spend and demographic driver *
2005/06	8,643,797	<b>£6,483,549</b>	<b>- £2,160,248</b>
2006/07	8,211,607	<b>£6,959,049</b>	<b>- £1,252,558</b>
2007/08	7,801,026	<b>£6,959,049</b>	<b>-£ 841,977</b>
2008/09	7,410,097	<b>£6,959,049</b>	<b>-£451,048</b>
2009/10	7,039,592	<b>£6,959,049</b>	<b>-£80,543</b>

\* Demographic driver = an additional sum to reflect increased demand in service due to growing older population

\*\* Does not include an allowance for an inflationary uplift

#### **Conclusions from Table 4**

- Assuming a grant reduction of 5% per annum Table four illustrates that through the utilisation of efficiency savings the development priorities can be delivered (see Part 7 below)
- A sustainable position could be achieved until the end of the five year Strategy period

#### **Summary**

Uncertainty in relation to rolling forward efficiency savings beyond 2005/06 puts the development of the identified priorities at risk.

Furthermore the Herefordshire Supporting People Partnership is likely to face challenging decisions about the identified priorities over the coming years. Representations are being made through appropriate channels about the extreme nature of the redistribution proposed, and the accuracy and objectivity of the Formula as it stands. The ODPM will be asked for guidance as to how Herefordshire can achieve national targets in a climate of significant service contraction.

### 3.0 Supply, Strategic Relevance and Needs Analysis

#### 3.1 Current Supply Profile

The total number of Supporting People funded clients in Herefordshire is currently **2,555** including:

- 99 contracts, with 38 providers
- 81 accommodation based services
- 18 floating support services

#### 3.2 Supporting People Grant distribution by client group

The current allocation resources shows a higher level of clients receiving housing-related support in accommodation based services although the percentage of the grant indicates that it is in balance with floating support services provided throughout the County.

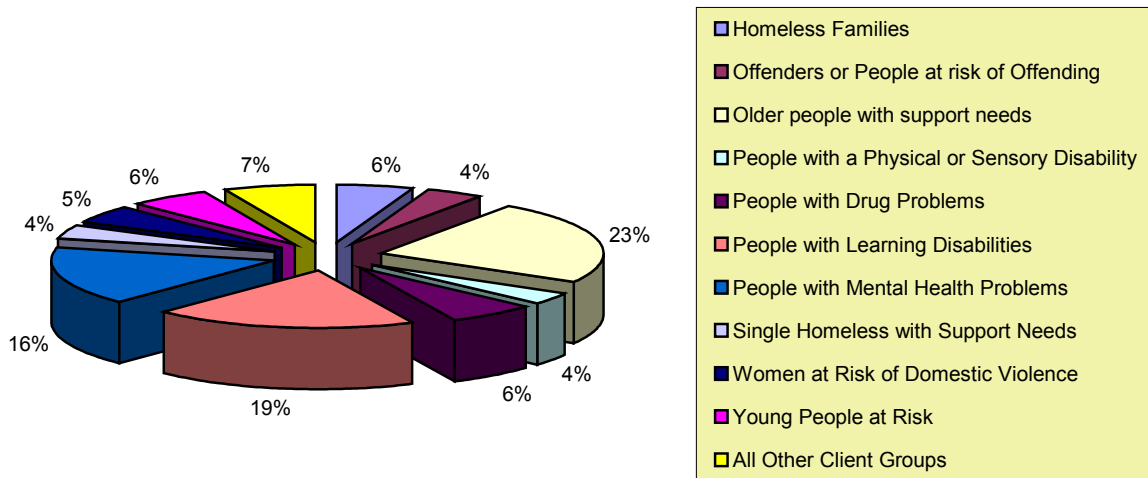
**TABLE 5  
BREAKDOWN OF SERVICE TYPE, SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS, 2004/5**

<i>Service Type</i>	<i>No. of Clients</i>	<i>% of Clients per Client Group</i>	<i>Annually (£)</i>	<i>% of Grant Provision</i>
Floating Support Services	737	28.9%	3,120,583	49.1
Accommodation Based Services	1,818	71.1%	3,238,987	50.9
<b>TOTAL</b>	<b>2,555</b>	<b>100.00%</b>	<b>6,359,570</b>	<b>100.0</b>

Further analysis of the grant distribution by client group is located in Appendix Three.

The needs analysis work undertaken as part of the development of this Strategy highlights that there will need to be a re-distribution of funding across the client groups to meet local identified needs. The current provision to the primary client groups are shown in the chart below:

### Distribution of Grant 2004/05 by Primary Client Group



### 3.3 Progress of Service Reviews

Since the introduction of Supporting People, 40 reviews have been conducted. The initial focus was on high cost and high-risk schemes. In total:

- 18 services have been transferred
- 10 have been recommissioned
- 6 have been remodelled
- 6 have been decommissioned

A summary of reviews by client group is attached at Appendix Four.

Over the next twelve months outstanding reviews will be completed in accordance with the mandatory ODPM timetable. A chart of progress by client group is attached at Appendix Four. This shows that the majority of outstanding reviews are of Sheltered Housing Schemes.

In order to support engagement in the agenda of continuous improvement, providers have been encouraged to consider all seventeen standards of the Quality Assessment Framework. To ensure financial viability and sustainability, providers have been supported to review their cost structures to enable them to comply with Herefordshire's nominal caps and tariffs. Together with a robust approach to contract monitoring, this has resulted in revised contract levels and a release of legacy funding.

### **3.3.1 Services for People with a Learning Disability**

Fifteen reviews have been completed. Extensive consultation with stakeholders and service users has confirmed a high level of user satisfaction, and that services are effective and valued. Whilst services are generally of a high standard, providers have acknowledged the need to develop policy and procedural frameworks to sustain continuous improvement. Providers have sought to ensure that provision is broadly in line with Herefordshire's nominal caps and tariffs.

### **3.3.2 Services for People with Physical Disabilities or Sensory Impairments**

Service reviews have identified a high level of service user satisfaction. Services for this client group have been established on a viable and sustainable basis that is consistent with Herefordshire's nominal caps and tariffs.

### **3.3.3 Services for People who Experience Mental Health Problems**

All ten of the services provided to this client group have been reviewed. Consultation conducted by the local user group as part of the review of the floating support services has concluded that service users value this provision. Providers have ensured that provision is broadly in line with Herefordshire's nominal caps and tariffs.

The review of supported housing schemes has shown that the profile of service users referred is changing. Stakeholders are in agreement that to retain strategic relevance, effective partnership working and resources from the Statutory Mental Health Service will be required.

### **3.3.4 Services for Older People**

The review of three floating support services provided to this client group concluded that to retain strategic relevance, services will need to be re-specified in a way consistent with Herefordshire's developing strategic priorities, including the re-ablement Strategy and the introduction of the extra care community.

### **3.4 Strategic Relevance & Needs Analysis**

This section defines the strategic relevance and needs across the county and provides the supporting information that has informed the commissioning priorities within this Strategy.

#### **3.4.1 Services for Older People**

##### ***Strategic Relevance***

Government policy to address the needs of older people is shifting towards a dynamic, preventative model to which Supporting People should make a major contribution. Quality of life and independence issues are explicitly seen as linked to a wide range of community resources that should provide a 'seamless' experience for the individual (Supporting People with Long Term conditions; Department of Health 2005).

Therefore, the priority of services for older people is to seek, through partnership work, the continued wellbeing of people into the later years of their lives, by maintaining their independence at home through preventative and support services. It is no longer suggested that health and social care are exclusively the agencies that determine the wellbeing of vulnerable older people: it is now seen as requiring a collective approach by many agencies, placing the person at the centre.

One of the aims of the Herefordshire Plan, under the Ambition heading 'Improve the health and well-being of Herefordshire people', is 'Helping older people to remain independent'. The measure of progress cited is 'number of people aged 65 and over helped to live at home (per 1000)'.

The Herefordshire Housing Renewal Policy identifies key issues in private sector housing in the county as including:

- An ageing population, which will become more dependent upon local services; and
- Rural isolation making it difficult for vulnerable groups to access services

Supporting People can make an important contribution to the sustainability of this policy, within a broad corporate aim to help people to live independently wherever possible.

##### ***Demography***

Population growth is a major issue for Herefordshire's services for older people. Between 2004 and 2011 the population aged 60 or over is expected to increase in Herefordshire substantially faster than nationally, by 21% compared to 13%.

The expected growth of population aged 75 or over in Herefordshire is nearly double that of England, at 15%. The increase in the population aged 85 or over is 42% in Herefordshire, compared to 27% in England. This has major implications for all Herefordshire's services for older people.

From the population tables, a projection was produced to estimate the possible increase in the number of older people requiring sheltered or extra care housing with housing-related support. For this, 2001 Census data for the proportion of older people with a limiting long-term illness were applied in three age-bands to the projected population in 2011.

Using this method, the projected increase in demand from older people for Supporting People services between 2004 and 2011 is 21%.

The distribution of older people across the County is shown in Map 1, Appendix Five. This map shows the number of people aged over 65 in each ward as at the 2001 Census. About 29% live in Hereford and a further 10% in rural areas within 8 miles of the City centre. The market towns of Leominster, Ross-on-Wye, Ledbury, Bromyard and Kington are home to a further 26%, whilst the remaining 35% live in villages and rural parts of the County more remote from Hereford. This distribution needs to inform the development of services for older people.

### ***Need and Supply***

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- A housing related support service to complement the local authority's reablement Strategy
- Housing related support service to compliment the extra care provision
- A supported housing scheme incorporating assistive technology
- Early intervention floating support service for people experiencing early signs of Dementia or Alzheimer's disease

Further strategic development will depend on a wider review of sheltered housing currently being commissioned by the Local Authority

## **3.4.2 Services for People with Learning Disabilities**

### ***Strategic Relevance***

The White Paper 'Valuing People: A Strategy for Learning Disability for the 21<sup>st</sup> Century' (2000) set out the Government's vision for people with learning disabilities to have far more opportunity to live independently. The Supporting People Grant Allocation letter of December from ODPM reflects these changed values. It emphasises that Supporting People contributes to a range of key government targets and objectives. It cites the Government's

commitment to increasing the range and choice of housing options for people with learning disabilities to enable them to live as independently as possible.

The Herefordshire Health Improvement Plan 2001-2004 shares the commitment to 'develop and evaluate new options for accommodation and support' for people with learning disabilities.

The Learning Disability Housing Plan developed by the Council's Strategic Housing Service together with the Herefordshire Integrated Learning Disabilities Service, develops this vision into a more detailed programme. Three of its six objectives are to:

- Increase opportunities for supported living arrangements
- Reduce the proportion of people living in residential care
- Meet the needs of people living with older carers

### ***Demography***

There are 580 adults registered with the Integrated Learning Disability service in Herefordshire.

### ***Need and Supply***

The Integrated Learning Disability Services' analysis of current accommodation and housing needs is as follows:

- Self-contained single accommodation with low levels of support in Hereford City
- Expansion of opportunities for shared ownership
- A scheme to accommodate people who have a learning disability and who are currently supported by older carers
- "Sheltered" cluster style accommodation with access to 24-hour support and advice, and "Key Ring" type services, which are able to offer higher levels of support across groups well as mutual support

However, the most significant recent shift in needs identified is a greater emphasis on *how* support needs to be delivered. This issue will be addressed as part of the review of the Learning Disability Housing Plan.

### ***Shifting Priorities***

To date fifteen scheme reviews have taken place. The emphasis has been on ensuring compliance with the grant conditions and improving quality and value for money.

To ensure continuity of service provision, three services delivered to single clients by sole providers have been incorporated in the Local Authority Adult Placement Scheme.

A floating support service designed to meet the needs of those with mild to moderate learning disabilities has had its strategic relevance endorsed; and after remodelling a revised business plan and cost structure has been accepted by the Commissioning Body.

The Adult Placement Scheme will be re-specified to provide supported accommodation for people with more complex needs. Current tenants for whom general needs housing with floating support is a more appropriate housing option will be supported to move on in a planned way.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- A settled supported housing scheme for people with learning disabilities moving on from living with older carers (70+)
- Supported housing for people with learning disabilities
- Shared ownership housing for people with learning disabilities

### **3.4.3 Services for Offenders and those at Risk of Offending**

#### ***Strategic Relevance***

The Home Office national action plan 'Reducing Re-offending' (Home Office 2004) emphasises the importance of accommodation for the newly created National Offender Management Service in achieving its aims.

'Appropriate and accessible accommodation is the foundation of successful rehabilitation and management of risk of harm to others. Research suggests that addressing severe accommodation problems can make a difference of up to 20 per cent in terms of a reduction in re-offending. However, only a third of prisoners return to some form of settled accommodation on release. Therefore, it is essential to start planning and making arrangements for prisoners at the earliest possible point, preferably at induction, to reduce housing needs, prevent homelessness, and ensure that all ex-prisoners have somewhere suitable to live on release.'

Many offenders have poor life and coping skills, which make them particularly ill-equipped to deal with the accommodation, benefits, employment and family problems that are faced on immediate release, together with the difficulties in accessing drugs treatment and health care.

The Home Office Supporting People Guidance (2004) states that:

- A homeless returning prisoner is twice as likely to offend as one with a stable home
- Nationally 40% of prisoners have no stable home to return to
- Offenders in the community and who are subject to community based programmes are significantly more likely to complete their programme of supervision if they live in stable accommodation



- Offenders with an established address enable the police and probation services to monitor the behaviour of offenders

The West Mercia Probation Area Strategy closely reflects the Home Office National Plan and the supporting research findings.

The Government is committed to protect the public by reducing re-offending by 5% for young offenders and for both adults sentenced to imprisonment and adults sentenced to community sentences.

Achieving this target locally would make a major contribution to the aim of the Herefordshire Plan to 'reduce crime and disorder and make Herefordshire safer'.

With regard to young offenders, it should be noted that people in prison are 13 times more likely than the general population to have been in care as children. Therefore this section should be read in conjunction with the section on young people at risk below.

Herefordshire's Homelessness Strategy discusses the need for the Probation Service and Housing Services to work closely together to reduce both homelessness and re-offending. It proposes the following Key Action:

- Development of a joint Protocol between Housing Services and the Probation Service for the assessment and referral of ex-offenders to the Homelessness Service. In addition a greater mutual understanding of the respective legislative regimes, processes and procedures of the Homelessness Agency and the Probation Service is needed.

Supporting People is a key link in this development addressing support needs to ensure that underlying problems leading to repeat homelessness and re-offending are tackled.

### **Need**

Analysis of 342 Court reports prepared on adult offenders in Herefordshire in 2004 suggests that in 37% of cases, problems with accommodation were linked to the offending. In half of these cases (18%) the offender had no settled accommodation. Similar findings were made in regard to young offenders in 2002.

274 Herefordshire residents were released from custody during 2004. Of these, 133 were released with no form of supervision, because they were adults serving less than 12 months. The other 141 adult and young offenders were released on some form of supervision and their Probation Officer would have made efforts to ensure they had accommodation or to help them secure an address. Many of these will have multiple needs that should be addressed if the risks of homelessness and re-offending are to be reduced, and Supporting People has a key contribution to make.

### ***Need and Supply***

There are currently nine units of self-contained supported accommodation for low and medium risk offenders. The majority of the tenants will be subject to some form of community or post release supervision from the Probation Service.

In 2004/05 the Herefordshire Supporting People Partnership commissioned a housing-related floating support service in partnership with the Drug Intervention Programme and a leading national provider.

West Mercia Probation identify the following unmet needs in Herefordshire:

- There is a small group of offenders who have special needs such as mental health problems and learning difficulties who require specialist supported accommodation, which is not readily available locally. The Herefordshire Supporting People programme may provide the funding for housing-related support.
- The Probation Officers who work with offenders who have drug-related problems report that housing difficulties are common, and that they experience real problems in obtaining either temporary or permanent accommodation for this group.

#### **3.4.4 Services for Vulnerable Young People: Care-Leavers, Pregnant Teenagers, and Other Young People at Risk**

##### ***Introduction***

Not all young people are able to meet the demands of everyday life with a full array of skills and emotional abilities. If they are unable to access appropriate support services, there is the risk that the most vulnerable young people will fall into debt, isolation, physical and mental ill health including substance abuse, or tenancy breakdown, or commonly a combination of these. In these circumstances, the risk of offending is increased (see previous section). The social isolation and lack of confidence from which many young people suffer often means that they do not seek help when they need it. Among the most vulnerable young people are care leavers, teenagers who become parents, and young people who are at risk of homelessness.

##### ***Strategic Relevance***

The Children (Leaving Care) Act 2000 aims to improve the life chances of young people living in and leaving Local Authority care. The Act's Regulations and Guidance stipulate that Local Authorities' Homelessness Strategies should be based on an assessment of need, which takes into account:

- The diverse accommodation and support needs of care leavers, including disabled care leavers

- The capacity to offer young people a degree of choice of accommodation
- Existing and planned provision of safe, affordable accommodation
- Gaps in provision
- Priority setting
- The need for contingency arrangements

The Guidance continues:

‘Whilst the primary responsibility for securing accommodation for young homeless people rests with the Local Housing Authority, it is essential that a corporate and multi-agency approach is adopted by the Local Authority to care leavers. Local Authorities should develop a Strategy in partnership with housing providers to provide a range of accommodation to meet the assessed needs of relevant children and other care leavers’.

The guidance describes a range of accommodation that should be available to young people, with varying degrees of support. Herefordshire Council is committed to providing affordable and accessible accommodation and tackling poverty and isolation in Herefordshire (Herefordshire Plan).

The Herefordshire Council Special Needs and Supported Housing Strategy 2000-2005 gives a high priority to transitional housing schemes to provide people with secure housing whilst they gain the life skills necessary for independent living.

The Herefordshire Homelessness Review and Strategy (2003) called for new joint Protocols for the assessment of housing support needs of young people leaving care. These have been completed.

Concerning teenage parents, the Supporting People Grant Allocation letter of December 2004 from ODPM emphasises that Supporting People contributes to a range of key government targets and objectives. It requires that the Supporting People Programme should support Local Authorities and their partners who are being measured for their success in:

- Ensuring that all under 18 teenage parents who cannot live with their family or partner are offered supported housing, whether on-site or floating support, to enable them to make a successful transition to an independent tenancy;
- Increasing the participation of teenage parents in education, employment or training to 60%, thereby increasing their life chances and reducing both social exclusion and the chances of subsequent unplanned pregnancies.

### **Need**

An assessment by the Herefordshire Aftercare Team concludes that there is a shortage of appropriate supported accommodation in Herefordshire.

In 2004 the Aftercare Team was working with nineteen young people who were living independently. A further eight young people were either receiving support from SHYPP Outreach or in need of housing-related support. There are currently two young people who will need support when released from Young Offenders' Institutions.

It is estimated that these numbers should be increased by 50% to include Care Leavers who have settled in Herefordshire but were originally in the care of another local authority. On this basis it is predicted that at any one time Herefordshire will have between 10 and 18 Care Leavers who would benefit from transitional supported accommodation.

Whilst in Care the fundamental needs of young people have been met by the carers and Local Authority. When they leave, it is crucial to their chances of successful independent living that levels of support should be maintained. Until recently, this was often the time when the opposite occurred, and support was either reduced or withdrawn.

Ongoing support has generally been targeted at more able young people who go on to participate in further education. Those young people who have poor academic performance are facing the challenges associated with moving into independence at a time when their support has stopped. Few of these young people can rely upon the support of their families; hence the need for enhanced support from appropriate services.

In 2002 the rate of teenage pregnancy in Herefordshire, at 36.9 per 100,000 population was below the rate for England and Wales of 42.8. The latter has declined by 9% since 1998, while the former has declined by 1%.

It should be stressed that not all young people at risk have been in Care or are pregnant teenagers. A key issue is the risk of homelessness among young people, which may be associated with behavioural, substance abuse or offending problems, or a combination of these – or the young person may simply be vulnerable due to homelessness. Young people are the second largest vulnerable group assessed as homeless and in priority need; and failure or refusal of accommodation by parents, relatives or friends is the most common reason for homelessness in the county – a high proportion of people in this group will be young.

### ***Need and Supply***

Some Care Leavers have been able to access the local foyer provision. However, this is orientated towards individuals who are able to engage in training, work and education.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- Transitional supported housing in low-density developments

- Supported lodgings scheme for young offenders

The Herefordshire Teenage Pregnancy Strategy Board Annual Report 2003-4 reports that the Floating Support service for young parents established under Supporting People has been very successful. The Board have commissioned a research project to identify the accommodation and housing needs of young parents and those considered to be at risk of becoming young parents. The research is expected to report in March 2005.

### **3.4.5 Services for People who Experience Mental Health Problems**

#### ***Strategic Relevance***

Supporting People has a role in contributing to a range of mental health performance indicators, specifically by providing supported housing and housing-related support to people who are mentally ill or at risk of mental illness, in order to ensure that:

- They are able to live in the community
- They have access to health and other services
- Crises are anticipated and addressed in good time
- Mental health problems are not exacerbated through homelessness
- A multi-disciplinary and person-centred approach is taken in the community to maximise positive outcomes for people with multiple problems including mental health (focusing particularly on people with substance abuse problems, ex-offenders (of whom 70% suffer from at least two mental health disorders), young vulnerable people, people suffering stress due to homelessness, and women recovering or at risk from domestic violence), and
- Re-admission to psychiatric wards is reduced

This relates to several standards of the National Service Framework for Mental Health (1999):

- Standard One: To ensure health and social services promote mental health and reduce the discrimination and social exclusion associated with mental health problems
- Standards Four and Five: Effective services for people with severe mental illness
- Standard Seven: Preventing suicide

The Framework proposes a reduction in the rate of psychiatric emergency re-admission as a performance indicator.

The Primary Care Trust and Herefordshire Hospitals NHS Trust Delivery Plan updated to 2004-6 identifies mental health as one of its six service area priorities, particularly on the basis of a raised level of suicides in the county compared with England and Wales. One of the Future Plans for mental health is 'To develop accommodation and support opportunities'.

The Homelessness Strategy for Herefordshire (2003-2008) recommended development of a joint protocol between Housing Services and Health Services for the discharge of homeless people leaving hospital.

Supporting People is expected to have a key role in planning for appropriate housing-related support.

### ***Prevalence***

Analysis by Herefordshire Primary Care Trust suggests that:

- In a year, 10,000 adults will be diagnosed in the county as having a mental health problem by their GP
- Of these, 270 will be admitted to Stonebow Inpatient Care
- 71 (26%) of these will have multiple admissions

### ***Need***

Suicide is one of only two health indicators in Herefordshire that are above the rate for England and Wales. The Standardised Mortality Rate from suicide in Herefordshire stands at 131 (100 representing the rate for England and Wales). This is a reason for mental health to be a key priority area for the Herefordshire PCT and Hospitals NHS Trust (Herefordshire Local Delivery Plan updated to 2004-2006).

The number of people with mental health problems accepted as statutorily homeless has risen steadily, along with the associated need for accommodation and housing related support. Herefordshire Mental Health Services will be leading a review of the range of accommodation options available for people with mental health problems in 2005. From this, a Mental Health Housing Plan will be drawn up in partnership with key stakeholders and will set out the strategic priorities in relation to the accommodation, housing, and housing-related support needs of people with mental health problems.

### ***Need and Supply***

There continues to be significant demand for housing-related floating support in Herefordshire. This has been addressed through the provision of a countywide floating support service. This service is delivered in partnership with the Statutory Mental Health Service, Strategic Housing and other stakeholders.

As indicated within the homelessness section below there is a significant shortage of social housing in Herefordshire. This impacts on the availability of suitable accommodation for this client group.

Ten reviews of Supporting People schemes for people with mental health problems have been completed to date. The reviews of the specialist supported housing schemes have shown a change in the profile of people being referred by the statutory mental health service. Referrals are

increasingly for people who experience multiple and complex needs arising from serious mental health problems. The current supported housing schemes were not commissioned or resourced to provide accommodation for those with multiple or complex needs. The supported housing sector has and will continue to provide accommodation as part of a spectrum of housing options. However, if these schemes are to retain their strategic relevance and provide safe and effective services, resources from the Primary Care Trust will be required.

The reviews of floating support services have demonstrated conclusively that service users and stakeholders greatly value this provision.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- Shared ownership accommodation for people with mental health problems
- Floating support
- Remodelling of transitional supported housing

#### **3.4.6 Services for Women Experiencing Domestic Violence**

##### ***Strategic Relevance***

The Council's Corporate Strategy 2005-2008 Ambition to 'reduce crime and disorder and make Herefordshire safer' includes the aim 'to increase public awareness of the implications of domestic violence and to increase victims' confidence in the effectiveness of reporting'. The Indicator is 'The number of domestic violence refuge places per 10,000 population which are provided or supported by the local authority'. This can only be improved with investment from Supporting People.

The British Crime Survey found that 16% of all violent crimes were domestic violence (2003-4). Therefore reducing domestic violence is a major factor in the overall challenge to reduce violent crime.

The Review of Homelessness in Herefordshire 2003-2008 identified domestic violence as a major and growing causal factor in homelessness.

##### ***Need***

The third highest incidence of homelessness in Herefordshire in 2003-4 occurred as a result of breakdown in the relationship with a partner, where violence or threats of violence had occurred (76 cases). It should be noted that the proportion of statutory homeless acceptances on the grounds of domestic violence has increased from 10% in 1998/9 to 15% in 2003.

It is important to note that these cases will only include formal applications to Herefordshire Council, either directly or via Women's Aid. Demand directly to Women's Aid is the most immediate measure of need.

### ***Refuge***

During the first 3 quarters of 2004-5, Herefordshire Women's Aid received 198 requests for refuge space, of which 168 were made when the refuge was full. On a full year basis, this would indicate 264 requests, with 224 made when no places are available. Although the average occupancy rate at the refuge is very high (around 95%), the numbers of women being accommodated has decreased from around 65 per year in 2000 to 40 per year in 2004-5 (projected for 4<sup>th</sup> quarter). This would suggest that it is taking longer for women to be re-housed into permanent accommodation, and has implications in terms of the 'blocking' of crisis accommodation by service users who could more effectively be supported in their own accommodation via Floating Support.

This also means that some of the refuge service users will need only low level support for perhaps half their stay in supported housing, as they are essentially post-crisis and awaiting re-housing (at which point their support needs will increase again for a period).

During the past few years, the profile of refuge service users has changed, with an increasing proportion of women admitted to the refuge having additional issues around alcohol, drugs and mental health. The organisation operates an 'open door' policy for Herefordshire victims i.e. women are always admitted in an emergency. In the first three quarters of this year there have been thirty-nine emergency overnight admissions into the refuge.

### ***Floating Support***

Herefordshire Women's Aid currently provides a countywide floating support service for victims/survivors of domestic violence. The primary aim of the service is to assess the needs of vulnerable women and, through targeted support, enable them to gain and maintain the skills and confidence needed to recover from the effects of abuse and establish successful independent living.

The Floating Support team currently deliver services to between twenty-eight and thirty families per week, and are beginning to build a waiting list. Due to changes in housing law and procedures, women are now able to obtain priority cards while still living with the perpetrator of domestic violence. This means that an increasing proportion of women supported via Floating Support continue to live with the perpetrator for some months, with implications for level of support needed, staff training and staff safety.

Although Supporting People is not concerned with the provision of direct services to children, it must be noted that there is currently little provision for children who are living with domestic violence. Such children, although they



may fall short of the threshold for children at risk of serious harm, are most definitely vulnerable children in need, and Herefordshire Women's Aid Floating Support staff are unable to provide them with direct services, as this falls outside the remit of Supporting People. This suggests the need for a joint review with Children's Services of provision for children, in partnership with Herefordshire Women's Aid's Supporting People Services.

### ***Need and Supply***

The figures for admissions when the refuge is full, and the changing profile of refuge service users, both indicate an urgent need for the provision of additional units of accommodation for families with complex needs.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- Floating support services to enable women to remain in their own homes
- Transitional supported housing for families with complex needs

### **3.4.7 Services for Homeless People and those at Risk of Homelessness**

#### ***Strategic Relevance***

The Government is committed to:

- Tackling homelessness, working with local authorities and their partners to sustain reductions in rough sleeping and the use of Bed & Breakfast hotels to accommodate families with children, going further in preventing homelessness, increase supply and access to settled housing and reduce the use of temporary accommodation.

At a local level, the Supporting People programme should support councils and their partners who are being measured in their success in:

- Preventing homelessness and repeat homelessness
- Ensuring that levels of rough sleeping are as close to zero as possible, and at least two thirds lower than the 1998 level
- Avoiding the use of B&B hotels for families with children for longer than six weeks
- Reducing the use of other forms of temporary accommodation, especially for families with children, and improving its quality
- Ensuring that anyone who is homeless or threatened with homelessness has access to appropriate accommodation and support

Supporting People has an important role in strengthening the sustainability of Herefordshire Council's Housing Strategy (2005-2008). The third of the Strategy's four priorities is 'to ensure that vulnerable people needing housing linked to support have their needs met in all parts of the area'.

As well as specific projects to provide housing-related support to people accepted as homeless, Supporting People has a major role in preventing homelessness, or repeat homelessness. Key groups will be vulnerable families; people leaving hospital (particularly frail older people and people with mental health problems); offenders (particularly those leaving prison); vulnerable young people (particularly those leaving care and young offenders); and relevant to all these groups, those with drug or alcohol problems. The needs data below underline the conclusion that a high proportion of homeless people have underlying needs associated with their homelessness, which can only effectively be addressed through Supporting People services.

This vision of preventative support is expressed strongly by the Herefordshire Homelessness Strategy Vision (Herefordshire Homelessness Strategy 2003-2008):

‘To develop a multi-agency Homelessness Strategy for Herefordshire that seeks to address the accommodation, health, support and other needs of homeless people and ensure the provision of high quality homelessness advice and other services to prevent homelessness occurring’.

### **Need**

The needs of each Supporting People client group are dealt with in more detail in the section for that group.

Nearly a third of homeless people in priority need in 2003/4 and the first half of 2004/5 fell into Supporting People client group categories in addition to their needs associated with homelessness. The largest of these groups are people with mental health problems, young vulnerable people and women fleeing domestic violence. This illustrates the importance of Supporting People services in addressing the underlying causes of homelessness. This Strategy will support the aims of the Herefordshire Homelessness Strategy.

The main causes of loss of last home in Herefordshire are:

- Parents/relatives/friends unwilling or unable to accommodate 31%
- Termination of Assured Shorthold Tenancy 20%
- Breakdown of relationship due to domestic violence 15%

Many of these groups will fall into more than one category. For example, the most common reason for loss of home, that parents are no longer willing to accommodate the applicant, will include vulnerable 16-17 year olds, young offenders, and young pregnant women.

These figures are in line with national trends. The point should also be made that the proportion of lettings being made to homeless households (as a proportion of all lettings) is increasing. There is a similar pattern in neighbouring rural authorities. This implies that the proportion of households

being housed in Herefordshire in social rented stock are increasingly vulnerable i.e. they will have satisfied some priority need/vulnerability criteria.

Due to the lack of affordable housing in the county there is a current reliance on hostel and bed and breakfast accommodation. The local authority is in the process of addressing this issue. There are both local and national targets to reduce and/or cease the use of B&B accommodation in particular. Supporting People has a major role in addressing this issue to ensure that solutions are sustainable.

### ***Need and Supply***

In 2004/2005 the Herefordshire Supporting People Partnership has commissioned a leading national provider to deliver a Homeless to Home service in Herefordshire, providing support for up to 60 homeless households to take up and remain in settled accommodation.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- Temporary supported housing for homeless people
- A floating support scheme for people currently housed but at risk of homelessness

## **3.4.8 Services for People Who Misuse Drugs**

### ***Strategic Relevance***

In 1998 the government released its ten-year Strategy “Tackling Drugs To Build A Better Britain”. This National Drug Strategy sets targets to guide local Drug Action Teams. Two key Performance Indicators are:

- Increase the number of problem drug users in treatment by 100% (1998 baseline) by 2008
- Increase year on year the proportion of problem drug users sustaining or successfully completing treatment programmes

The Updated National Drug Strategy (2002) includes objectives to:

- Provide a comprehensive package of rehabilitation and aftercare for those leaving prison and returning to the community
- Increase accommodation available to drug misusers through the Supporting People Programme

The Department of Health’s, ‘National Standards, Local Action - Health and Social Care Standards and Planning Framework 2005/06–2007/08’ (2004) is also relevant. It states that PCTs will need to work with their partners to commission drug treatment services that will increase the number of drug users in treatment, improve successful programme completion rates, and

support the delivery of treatment to drug using offenders and local Criminal Justice Intervention Programmes.

The Herefordshire Health Improvement Plan takes this up at a local level, with its objective to seek to establish countywide support networks and rehabilitation and day programmes by 2007.

The Herefordshire Homelessness Strategy recommended that relationships be formalised with drug agencies in the county, to:

- Establish a mechanism for effective recording
- Establish procedures for the effective development of joint referral procedures

Given the nature of this issue, this cannot be achieved without involvement of Supporting People resources.

### ***Need***

It is estimated that there were 1,007 problem drug users aged 15-64 during 2003/4 in Herefordshire. There is no reliable means of comparing the severity of the drug misuse problem between areas at this time. The estimated number of injecting drug users in the county in 2004 was 360.

There is a large body of research that identifies widespread problematic drug use among homeless people. The Advisory Council on the Misuse of Drugs (ACMD) identifies drug misuse as a significant contributory factor to homelessness (ACMD report, Drug Misuse and the Environment, Home Office (1998). This report finds that 70% of homeless people misuse substances. The extent of their problems is made worse because they have no safe, hygienic environment to prepare and use substances, or to recover from their addiction. This undermines the National Drug Strategy aim to reduce drug related harm.

See the section above on Offenders, since drug misuse is a major issue in reoffending, and in addressing the support needs of released prisoners to reduce reoffending.

### ***Need and Supply***

Herefordshire Community Safety and Drugs Partnership comment that a range of housing options should be available to drug users. This includes general needs housing with floating support and self-contained transitional supported housing in low densities with the aim of settling and supporting drug users into general needs accommodation. The partnership between the Supporting People team, Herefordshire Community Safety and Drugs Partnership and other partners needs to be maintained and developed to ensure that the programme meets the needs of this client group.

In 2004/05 the Herefordshire Supporting People Partnership have commissioned a housing related, floating support service in partnership with a leading national provider and the Drug Intervention Programme.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- Community based floating support services

### **3.4.9 Services for People who Misuse Alcohol**

#### ***Strategic Relevance***

It is estimated that nationally one traffic accident in seven is alcohol related (1997), and one in 6 people attending Accident and Emergency departments for treatment have alcohol-related injuries (1998, Health Education Authority).

According to the British Crime Survey (2000), victims of violence judged that offenders were under the influence of alcohol in 40% of incidents.

Thus reducing the level of alcohol abuse, and alcohol-related incidents, is likely to have an impact on a substantial range of local and national targets.

#### ***Prevalence***

The 2001 West Midlands Health and Lifestyle Survey found that in Herefordshire, the proportion of men and women exceeding sensible levels of alcohol consumption (21 units for men and 14 for women) was 23.1% and 14.8% respectively. This compared to 22% and 12% in the West Midlands, and 29% and 17% for England. Herefordshire had the highest levels in the West Midlands.

#### ***Need and Supply***

The Community Alcohol Service provides a first line service assessment, clinical intervention and referral to residential rehabilitation. The service has highlighted how the recovery of their clients is enhanced through the provision of long-term preventative support. The Alcohol Floating Support Service is judged to be providing highly effective housing-related support.

The Herefordshire Alcohol Strategy (2003-2006) sets an objective to 'continue to develop a range of housing and support to help people to maintain their tenancies'.

Should funding become available the Herefordshire Supporting People Partnership will seek to commission service provision for this client group in the following areas:

- A 'dry house', a transitional supported housing scheme for people recovering from alcohol misuse

### **3.4.10 Services for People with HIV / AIDS**

#### ***Introduction***

An estimated 30,000 people are living with HIV in the United Kingdom, of whom a third are undiagnosed. Against the increasing prevalence of AIDS and HIV infection nationally, the picture in Herefordshire is unclear, as the needs of people with HIV and AIDS are still mired in issues around confidentiality and therefore holistic information is difficult to collate.

#### ***Prevalence***

It appears that the County has a very low prevalence rate of HIV. 26 people with HIV were treated in 2003/4, compared with 22 in the previous year. These are small numbers, but they are rising. Given the lack of outreach services in sexual health in Herefordshire, there may well be far higher numbers of HIV positive people in the community who have not yet been tested. Herefordshire does appear to have a higher than average population of injecting drug mis-users who are at risk of rapid infection.

#### ***Need***

Residents known to be HIV positive are treated by the PCT's sexual health service. Voluntary sector support is available in Worcestershire, but the PCT funding for this service is coming to an end. There is no immediate replacement locally.

The Herefordshire Supporting People Partnership is committed to developing the needs analysis for this client group to assess whether there is a need for housing related support services. This will include looking at current services supporting drug users to assess how they can meet the needs of people who are living with AIDS and HIV.

### **3.4.11 Services for People from Black and Ethnic Minorities and Travellers**

#### ***Strategic Relevance***

The most numerous minority group in Herefordshire is the Traveller population. Development of Supporting People provision will be consistent with the Herefordshire Council Travellers' Policy; and with the Herefordshire Homelessness Strategy 2003-2008. It will be informed by the report, 'Minority Ethnic People's Experiences in Herefordshire' which includes a substantial section on Travellers.

## ***Demography***

The number of people from Black and Minority Ethnic (BME) communities who are using or seeking housing-related support appears to be very low. Available information indicates that this is less than the already small Herefordshire demographic profile, with only 0.9% of the population declaring themselves as from a BME group. The younger age profile of these populations will be a factor in this. Those that have disclosed their ethnicity come predominantly from Eastern Europe rather than from Black or Asian cultures, whose population numbers are around 1,000 including those of mixed identity.

Herefordshire has a much higher than average Traveller population. The UK Gypsy Council estimates this to be 5% of the Herefordshire population, and to consist of both 'New Age' and Romany Travellers.

## ***Need and Supply***

There are nine formal Travellers' sites across Herefordshire providing 83 caravan pitches. The Council's Environment Directorate manages these sites. In addition to this, a number of illegal sites appear periodically around the county.

The Herefordshire Supporting People Partnership has been able to link with other services such as the Traveller Health Project to develop a housing-related support service for Travellers living on or moving to Council sites. The partnership is committed to expanding this service to include pre-engaging Travellers pitched on illegal sites, or who are experiencing difficulty moving into settled housing.

Research is required to establish the extent of support required by Travellers who are choosing to move into the county's housing stock in order to prevent the occurrence, or recurrence of homelessness.

Travellers are a cross-authority client group, and will be a major priority for the West Mercia Cross-Authority Group, which will develop a common service development plan by Summer 2005.

### **3.4.12 Services for People with Physical Disabilities or Sensory Impairments**

#### ***Strategic Relevance***

The Herefordshire Physical Disability Strategy 2001-4 set out values of independence, access and choice for people with physical disabilities or sensory impairments. The Supporting People ethos of enhancing independent living through housing-related support is a major contributor to the achievement of those values in the county.

## ***Need***

Further work needs to be undertaken to assess the unmet housing-related support needs of people with physical disabilities or sensory impairments. There are currently 412 people with a physical disability and 89 people with sensory impairment that are known to Herefordshire's Social Care Services. Many people receiving Supporting People Services, and who have a physical disability, will be included within another client group (particularly that of older people).

In Herefordshire, in August 2003:

- There were 3,425 people aged 17-59 receiving Disability Living Allowance
- There were 2,265 people aged 60 or over receiving Disability Living Allowance. People who claim before they reach 65 continue to receive DLA after they are 65, rather than transferring to Attendance Allowance, so that a high proportion of this number will be aged 65 or over
- 5,285 people aged 65 or over were receiving Attendance Allowance, of whom 2,785 were so severely disabled that they received the higher rate

## ***Need and Supply***

At present, Supporting People services are contracted for 89 people with physical disabilities. Three services have been reviewed and recommissioned.

The rural nature of Herefordshire has been identified as a key issue for the support of people with physical disabilities. Independent living requires better co-ordinated support because of poor access to services in the rural community generally. But a major difficulty is also recruitment of support workers, due to remoteness and higher provider costs.

Discussions are under way to extend services for people with physical disabilities, with a strong focus on reablement and prevention. Stakeholders including Strategic Housing, Social Care (Adults), the Primary Care Trust and voluntary sector partners are seeking to develop innovative services for people with sensory impairments and people with acquired brain injury (ABI).



## **4.0 Eligibility Criteria & Value For Money**

### **4.1 Eligibility Criteria**

Supporting People Services are those that support the most independent living arrangements, they are not general health or personal care services. Supporting People Services are low-level housing related support services that are available to people who are vulnerable on account of disability, life experience or illness, and who are at risk of losing their home due to an inability to cope with the responsibilities associated with maintaining their accommodation.

The Herefordshire Supporting People Partnership have developed a clear eligibility criteria for Supporting People Services ensuring most appropriate and full use of the opportunities the programme has to offer and ensuring that funds and services are distributed as fairly as possible.

### **4.2 Value for Money**

The approach to assessing value for money reflects the preventative and enabling purpose of the Supporting People Programme. The primary aim is to ensure that vulnerable people are able to maintain and sustain their accommodation, and thereby to reduce the need for more intensive service provision.

A holistic approach to value for money has been developed that gives due consideration to both cost and quality. A key aim of the review programme is to ensure that service provision is at a level that balances demand with supply. Clear eligibility criteria have been established and nominal caps and tariffs have been introduced. The caps and tariffs were informed by reference to the ODPM unit costs, local best value reviews, and the draft Regional Supporting People Strategy. This work will be taken forward by the West Mercia Cross Authority Group.

Currently, the nominal caps and tariffs indicate service provision of up to a maximum of ten hours per person per week. Unit costs are in the range of £20 per hour or £22 where there is an identified specialism and/or market factors. In exceptional circumstances services may be commissioned at levels above this rate where high impact outcomes can be achieved. These levels take into account the additional costs of delivering Supporting People services in a large, sparsely populated rural county. The caps and tariffs are under continuous review and will be developed in line with local needs and market forces.

During reviews providers are assisted with budgeting and business planning to ensure viability and sustainability within the current tariffs. Also detailed improvement plans have aided significant improvements in service quality.

The re-specification and the associated renegotiation of contracts has to date released approximately £465,000. This has been reinvested into services with high strategic priority, including services for homeless people and drug misusers.

The ongoing development of Herefordshire's Value for Money methodology will include reviewing the caps and tariffs in line with local, regional and national benchmarking initiatives. Local Performance indicators have been developed (see Appendix Six). A working group formed by the local Supported Housing Provider Forum will also inform these issues. Due consideration will also be given to the implications of the proposed Distribution Formula.

The Herefordshire Supporting People Partnership are committed to ensuring the longer term sustainability of the supported housing sector. However, in view of the high demand for services and the budgetary constraints, the benefits of providing Supporting People Services to people with multiple and complex needs who have an underlying entitlement to statutory social care services will have to be evaluated.

## **5.0 A Statement of Local Charging Policy**

### **5.1 Fairer Charging**

People in receipt of Supporting People services can be charged in certain circumstances. The revenue allocation from the ODPM assumes a certain level of charging income. If charges recovered do not accord with these assumptions, there would be a shortfall or surplus in the Supporting People budget. Each Administering Authority is required to agree a Charging Policy, in line with Government Directions and Guidance, and also in line with the Fairer Charging Policy for non-residential services administered by Social Services. No charge can be made to service-users receiving short-term services (less than two years).

The local charging policy is “to transitionally protect the financial circumstances of those service users who were in receipt of services on 31<sup>st</sup> March 2003 and who continue to receive those services; and to ensure that new service users have the means to pay charges for support, assessed in a transparent and equitable way”.

The Local Authority has decided that in view of the analysis of potential revenue income, it is currently not cost-effective to charge for Supporting People services, this position will be kept under regular review.

## 6.0 Risk Assessment

Risk assessment is essential to the operation and management of the Supporting People Programme. The process enables issues and challenges to be considered with a view to determining how they may impact on the development of the Supporting People Programme and planning to mitigate the risks.

### 6.1 Risk Management Process

The County of Herefordshire District Council, as the Administering Authority for the programme is ultimately responsible for the risks. The risk management process broadly comprises four stages, from which the Herefordshire Supporting People risk register is developed.

**Step one:** The identification of risk within Herefordshire has been undertaken by the Supporting People team.

**Step two:** Risk assessment has been made including the assessment of:

- Consequence of the risk occurring;
- Impact of risk (high, medium and low);
- Probability of risk occurring (high, medium and low); and
- Risk owner identification

**Steps three and four:** The risk register will be reviewed on a quarterly basis by the Supporting People Team outstanding risks will be reported to the Commissioning Body.

### 6.2 High Impact Risks Identified

A number of high impact risks have been identified by the Supporting People team, including:

- The extreme impact of the proposed Distribution Formula on the future of Supporting People Services in Herefordshire
- The potential impact of the loss of efficiency savings realised through robust monitoring of services and contracts
- The instability of the provider sector due to the current uncertainties in relation to funding of the programme
- The lack of engagement with the programme from some key partners
- The recruitment and retention of skilled staff to administer the programme effectively
- Future planning and development of capital schemes reliant on Supporting People revenue funding

All risks will be monitored and reviewed so that they do not escalate. Contingencies have been developed to mitigate these risks.

## 7.0 Proposals For A Five Year Strategy

### 7.1 Introduction

Within the overall context of the Supporting People Aim for Herefordshire and the detailed analysis of need, supply and strategic relevance set out in this document, the Five Year Strategy has to take into account three key factors:

- The identification of service development priorities, ranging from detailed proposals ready for 2005/6 and 2006/7, to broader development priorities identified from 2006/7 onwards
- The scheme review process which continues to assess strategic relevance, quality and value for money
- The expected sharp decline in resources for Supporting People in Herefordshire as a result of the ODPM's Distribution Formula

#### 7.1.1 Strategic Aims (2005/6)

The Herefordshire Supporting People Partnership has identified the following strategic priorities for 2005/2006. All developments proposals are subject to the availability Supporting People Grant.

No	Client Group	Strategic Aim	Action
1.	Single Homeless People	To enable the Council and its partners to meet their statutory obligations to prevent homelessness and an LPSA target reduce the incidence of repeat homelessness to less than 1% per year	To commission intensively managed temporary supported housing for single homeless people.
2.	Young People Leaving Care	To enable the Council to meet its obligation to provide after-care and support to vulnerable young people leaving the looked-after system from the age of 16 up to the age of 25.	To commission transitional supported accommodation in low-density developments for young people leaving care.
3.	People with a Learning Disability	To enable the Council and the PCT to meet their commitments in respect of the Valuing People white paper and the recommendations of the Joint Review	To commission settled, supported accommodation for people with learning disabilities moving-on from living with older carers (70+).  To commission supported housing for people with learning disabilities incorporating core and cluster / key ring type accommodation.

	People with a Learning Disability (continued)		To commission shared ownership housing for people with learning disabilities via Advance Housing's SOLD scheme.
4.	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer.	To commission a housing related support service to complement the local authority's reablement Strategy.
5.	People who experience Mental Health Problems	To enable the Council and the PCT to provide effective housing for people with serious and enduring mental illness	To commission shared ownership housing for people with mental health problems via Advance Housing's Own Home scheme.
6.	People with a Learning Disability	To enable the Council and the PCT to meet their commitments in respect of the Valuing People white paper and the recommendations of the Joint Review	To re model a registered home in Hereford City to provide self contained units of supported accommodation.
7.	Homeless People	To enable the Council and its partners to meet their statutory obligations to prevent homelessness and an LPSA target reduce the incidence of repeat homelessness to less than 1% per year	To commission a pilot floating support scheme for people currently housed but at risk of homelessness
8.	Travellers	To enable the Council and its partners to develop a Strategy for meeting the needs of Travellers in Herefordshire	To commission further development of the Traveller Liaison Scheme to meet identified need.  To evaluate and commission cross authority provision to meet identified need.
9.	Young Offenders	To enable the Council and its partners, via the Youth Offending Team and the National Offender Management Service, to meet their statutory duties and stated aims as set out by the Home Office.	To commission a pilot Supported Lodging scheme in Herefordshire for young offenders. To be managed in partnership with the Youth Offending Team and a support provider.

## 7.2 A Revised Strategy for 2006-2010

The fluidity of this position means that a revised Strategy for 2006-2010 will need to be developed during 2005. It will address these issues, taking particular account of:

- The above key developments
- Any further resolution of the Supporting People Distribution Formula
- Outcomes of further scheme reviews in 2005

Planning for associated capital development based on the conclusions and priorities of this Strategy and its revision will run in parallel through 2005/6, with the aim to anticipate revised priorities rather than react to them.

The revised strategic plan will also take account of the following key areas, which are identified in the supply and needs analysis above:

- The investment priorities set out in the developing Housing Strategy 2005-2008
- The findings of the forthcoming review of sheltered housing; resultant capital and scheme review commitments; and the implications of demographic forecasts
- The joint conclusions of the Mental Health Housing Plan
- The findings of the teenage pregnancy research project due to report in March 2005
- The needs analysis of the housing and housing-related support needs of people with HIV and AIDS
- The research into the housing and housing-related support needs of travellers
- A needs analysis in relation to a small group of offenders who have special needs such as mental health problems and learning difficulties who require specialist supported accommodation which is not readily available locally
- The re-provision of the Women's Refuge
- A needs analysis into the housing and housing related support needs of people with sensory impairments

### ***Associated Priorities***

These are issues which are not central concerns of Supporting People, but which affect its delivery and success. In developing its partnership role, the Commissioning Body will work to address them:

- Successful Supporting People investment depends in many cases on accommodation with support. Failure to access accommodation for Supporting People service users, or move-on accommodation when Supporting People services are no longer needed, can and does put SP provision in jeopardy, and can reduce its effectiveness. This has to be a central dimension of the revised Strategy.

- Although Supporting People is not concerned with the provision of direct services to children, there is currently little provision for children who are living with domestic violence. Such children, although they may fall short of the threshold for children at risk of serious harm, are vulnerable children in need, and Herefordshire Women's Aid Floating Support staff are unable to provide them with direct services, as this falls outside the remit of Supporting People. This suggests the need for a joint review with Children's Services of provision for children in partnership with Herefordshire Women's Aid's Supporting People Services.

### 7.2.1 Strategic Aims (2006/07)

Priority Strategic Aims with accompanying proposals for implementation if circumstances allow in 2006/7

The Herefordshire Supporting People Partnership has identified the following strategic priorities for 2006/2007. All developments proposals are subject to the availability Supporting People Grant.

No	Client Group	Strategic Aim	Action
1.	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer.	To commission the provision of housing related support to the Extra Care community being developed in Hereford city in partnership with the Extra Care Charitable Trust and Festival Housing Group.
2.	People with a Learning Disability	To enable the Council and the PCT to meet their commitments in respect of the Valuing People white paper and the recommendations of the Joint Review	To commission supported housing for people with learning disabilities.  To commission shared ownership housing for people with learning disabilities via Advance Housing's SOLD scheme.
3.	People who experience Mental Health Problems	To enable the Council and the PCT to provide effective housing for people with serious and enduring mental illness	To commission shared ownership housing for people with mental health problems via Advance Housing's Own Home scheme.
4.	Women Escaping Domestic Violence	To enable the Council and its partners, via the Community Safety Partnership and Domestic Violence Forum, to meet their statutory duties and stated aims as set out by the Home Office	To commission transitional supported accommodation for women with complex needs and their children.

5.	Older People	To enable the Council and the PCT to meet the Government's target to enable older people to remain independent in their own homes for longer.	To commission supported accommodation incorporating assistive technology for people experiencing early signs of dementia or Alzheimer's Disease.
6.	Older People with Dementia	To enable the Council and its partners to meet the housing and prevention aspirations of the National Service Framework for older people with a mental illness.	To commission a pilot housing related support scheme for people identified as having early signs of dementia or Alzheimer's Disease
7.	People Recovering from Alcohol Misuse	To Enable the Council and its partners to meet their long-term commitment to reduce the social, criminal, health and economic impact of alcohol misuse.	To commission supported transitional housing scheme / dry house for people recovering from alcohol misuse.

### **Summary**

The Distribution Formula creates considerable difficulties when considered against the priorities set out above.

A series of strategic aims from the process of supply and needs analysis have been identified within this Strategy. However, the Distribution Formula means that Herefordshire will be the seventh most adversely treated authority in England, facing a loss in Supporting People Grant of approximately 25% over the five-year period, and over the long term a loss of at least 58% on the 2003/4 grant levels.

As a result the Herefordshire Supporting People Partnership faces challenges about its approach to the programme over the coming years. Representations are being made through other channels about the extreme nature of the redistribution proposed, and the accuracy and objectivity of the formula as it stands.

Whilst this is a challenging position a series of priorities have been set out as they appear in February 2005; to identify the implications and to establish a framework for the choices to be made.

Developing a detailed five-year Strategy in these circumstances is problematic. In the coming year, the Authority needs to prepare for sharp contraction with the least possible damage to the circumstances of vulnerable people Supporting People. This will require very detailed preparation and consultation.



## 8.0 ANNUAL PLAN 2005 - 06

The Annual Plan for 2005/6 is derived from the Strategy set out in the previous section. In particular, the expected spend will be £6,483,549 comprising new developments of an annual value of £478,800, and £6,005,549 for current commitments. The development priorities for 2005/06 are listed at 7.1.1 above.

This is below the grant allocation of £6,813,797 for 2005/2006 and it is broadly in line with the allocation for 2006/7. This is a prudent approach, since it may be possible to fund some of the 2006/7 priorities through efficiency savings realised from forthcoming reviews. However, this will have to be considered in the context of the further reductions in grant levels expected in 2007/8.

Herefordshire Supporting People Partnership believe that short-term expansion followed by sharp contraction a year or two later is to be avoided at all costs.

The tables below set out the expected spend for each client group for the forthcoming year.

**TABLE 6  
SUPPORTING PEOPLE CONTRACT TYPE, VALUES AND SERVICE USER NUMBERS, 2005/6**

<i>Service Type</i>	<i>No of Clients</i>	<i>% of Clients per Client Group</i>	<i>Annually (£)</i>	<i>% of Grant Allocation</i>
Floating Support Services	862	29.5	3,193,906	49.3
Accommodation Based Services	2063	70.5	3,289,644	50.7
<b>TOTALS</b>	<b>2925</b>	<b>100.0</b>	<b>6,483,549</b>	<b>100.0</b>

**TABLE 7  
SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS BY CLIENT GROUP, 2005/6**

<i>Client group</i>	<i>No. of Clients</i>	<i>Annual Contract Value (£)</i>	<i>% of Spend</i>
Frail Elderly	75	186,855	2.9
Homeless Families	70	337,266	5.2
Offenders or People at Risk of Offending	22	308,576	4.8
Older People with Support Needs	2,016	1,477,268	22.8
People with a Physical or Sensory Disability	89	251,890	3.9
People with Alcohol Problems	24	104,669	1.6
People with Drug Problems	30	396,565	6.1
People with Learning Disabilities	141	1,226,700	18.9
People with Mental Health Problems	241	853,946	13.2

Single Homeless with Support Needs	65	462,273	7.1
Teenage Parents	8	41,784	0.6
Women at Risk of Domestic Violence	28	304,843	4.7
Young People at Risk	70	383,096	5.9
Young People Leaving Care	25	123,728	1.9
Travellers	21	24,090	0.4
<b>TOTALS</b>	<b>2,925</b>	<b>6,483,549</b>	<b>100.0</b>

**TABLE 8  
ACCOMMODATION-BASED SERVICES: SUPPORTING PEOPLE CONTRACT  
VALUES AND SERVICE USER NUMBERS, 2005/6**

<b>Client Group</b>	<b>No. of Clients</b>	<b>Annual Contract Value (£)</b>	<b>% Spend</b>
Frail Elderly	75	186,855	5.7
Offenders or People at Risk of Offending	9	237,473	7.2
Older People with Support Needs	1,774	839,621	25.5
People with a Physical or Sensory Disability	9	8,766	0.3
People with Drug Problems	18	252,022	7.7
People with Learning Disabilities	65	670,335	20.4
People with Mental Health Problems	29	310,108	9.4
Single Homeless with Support Needs	45	394,820	12.0
Women at Risk of Domestic Violence	7	116,953	3.6
Young People at Risk	26	212,561	6.5
Young People Leaving Care	6	60,130	1.8
<b>TOTALS</b>	<b>2,063</b>	<b>3,289,644</b>	<b>100.0</b>

**TABLE 9  
FLOATING SUPPORT: SUPPORTING PEOPLE CONTRACT VALUES AND  
SERVICE USER NUMBERS, 2005/6**

<b>Client group</b>	<b>No. of clients</b>	<b>Annual contract value (£)</b>	<b>% of spend</b>
Homeless Families	70	337,266	10.6
Offenders or People at Risk of Offending	13	71,103	2.2
Older People with Support Needs	242	637,647	20.0
People with a Physical or Sensory Disability	80	243,124	7.6
People with Alcohol Problems	24	104,669	3.3
People with Drug Problems	12	144,543	4.5

People with Learning Disabilities	76	556,365	17.4
People with Mental Health Problems	212	543,838	17.0
Teenage Parents	8	41,784	1.3
Women at Risk of Domestic Violence	21	187,890	5.9
Young People at Risk	44	170,535	5.3
Young People Leaving Care	19	63,599	2.0
Single Homeless with Support Needs	20	67,453	2.1
Travellers	21	24,090	0.8
<b>TOTALS</b>	<b>862</b>	<b>3,193,902</b>	<b>100.0</b>

A major development in 2005/6 will be the strategic reassessment outlined above.

## 8.1 Strategic Priorities

The highest priority for the programme will be to ensure that the programme operates within the budgets set by ODPM. Commissioning of new services will be undertaken in accordance with the eligibility and value for money criteria. In addition services that do not meet the objectives of the programme will be either remodelled or decommissioned.

## 8.2 Operational Priorities

A number of operational priorities have been identified for 2005-06:

- Ensuring the service review programme timetable is adhered to.
- Ongoing risk assessment, including monitoring of risks and developing contingencies to minimise the impact
- Reviewing the governance of the programme, and implementing structural and procedural changes as required
- Building on the needs assessment programme, to fill gaps in knowledge about specific client groups

## 8.3 Consultation

Throughout 2005/2006 the Herefordshire Supporting People programme will undertake a range of consultation exercises. This Strategy reflects the analysis of current priorities based on consultation, analysis of need and supply, and scheme reviews in the past year.

A revised Strategy will be prepared for the autumn of 2005. Stakeholder events will be convened to monitor and inform the development of any revised Strategy.

## **APPENDIX ONE - Consultation**

### **CONSULTATION WITH SUPPORTING PEOPLE SERVICE USERS IN HEREFORDSHIRE: GOOD PRACTICE THAT HAS FED IN TO THE DEVELOPMENT OF PRIORITIES DURING 2004/5**

The Supporting People Team have carried out a number of training events that have been arranged specifically for service users and their carers where appropriate.

Service users inform the wider strategic direction of Supporting People in Herefordshire through representation at local partnership boards, and inform and influence decisions that impact on the delivery of the programme.

Service users have the opportunity to inform the review process. A range of approaches have been adopted to facilitate participation. These include engaging independent consultants to conduct the consultation, telephone interviews, home visits and questionnaires. A number of focus groups have also been undertaken. Herefordshire User Group, with whom the SP Team had regular contact in the consultation process for people with mental health issues, achieved 58% participation. Another consultant was used to facilitate the consultation on a scheme for people with a learning disability. This achieved 77% participation.

The views and recommendations arising from user consultation have informed service improvement plans.

A proactive approach in ensuring that the views of service users inform scheme developments. Mental Health service users had input into the scheme development of Etnam Street. More recently service users were consulted and informed the scheme development of a temporary supported housing scheme for single homeless people.

The Supporting People Team are committed to consolidating and developing the Supporting People Programme through the inclusion and input of service users in all relevant aspects of the Supporting People Programme.

## **APPENDIX TWO - West Mercia Cross-Authority Statement**

The membership of the West Mercia Cross-Authority Group (WMCAG) is:

- County of Herefordshire District Council
- Shropshire County Council
- Worcestershire County Council
- Borough of Telford and Wrekin Council

The CAG currently operates within the wider remit of the West Midlands Supporting People Group. The members believe that there are specific geographic and demographic distinctions needing consideration, over and above the concerns of the regional Supporting People forum.

The CAG has developed the following mission statement:

The members of the West Mercia Cross-Authority Group are committed to ensuring a minimum level of housing support service provision for the full range of vulnerable client groups, with appropriate recognition of needs and resources. This provision will recognise local boundaries and communities, and aims to reflect local partnerships where possible. The members of the CAG will seek to simplify Supporting People processes, develop common approaches where practicable and avoid duplication of provision by effective joint commissioning.

The CAG wishes to adopt the following aims for the continuing implementation of the Supporting People programme in the West Mercia region:

- To jointly develop cross-authority services where a shared need has been clearly shown
- To jointly monitor existing provision, share information about service, track cross-authority movement and identify shared needs
- To develop, share and adopt methods of contemporary best practice
- To work in partnership to make best use of available resources and to identify the practical and cost-benefits of doing so
- To facilitate closer working between members Supporting People teams by developing shared training opportunities
- To develop a common approach to informing the future funding of the Supporting People programme
- To jointly assess risks in relation to designated services, non-designated cross-boundary services and providers in common
- To ensure that issues relating to rurality are given due consideration in strategic planning, commissioning, value-for-money methodologies etc
- To create effective links to other Administering Authorities to share knowledge and best practice, including making effective use of member's resources
- To share information about service costs, procurement data, policies, review outcomes and to develop common working platforms

- To offer peer support at all levels across the members' Supporting People programmes, including mentoring, risk management due to lack of resources, policy validation and review validation
- To share information when reviewing or decommissioning existing designated services

The members also wish to adopt the following specific aims to further aid the service development process within the West Mercia region:

- To develop services based on locally identified need
- To make best use of existing services where possible
- To engender a partnership working approach to service development
- To recognise natural communities and make best use of existing community resources
- To encourage service providers to extend access criteria where possible
- To work together in order to link strategic planning with service commissioning within the sub-regional supported housing sector
- To continue to develop a common approach to service reviews, risk management and benchmarking, as well as in considering the ongoing requirements of Government
- To work to improve day to day joint working between Supporting People stakeholders in all sectors within the West Mercia region
- To undertake and share research in order to maximise resources and improve the shared understanding of the local supported housing market

In order to implement the shared aims of the West Mercia Cross-Authority Group, the members will:

1. Develop a common service development plan by Summer 2005, for inclusion in the next annual plan
2. Identify the shared understanding of the local supported housing sector, including gap analysis and local needs, for inclusion in the next annual plan
3. Hold a cross-authority event in 2005/06 to facilitate joint working between cross-authority stakeholders

## APPENDIX THREE – Grant Distribution by Client Group

### SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS BY CLIENT GROUP, 2004/5

<i>Client Group</i>	<i>Number of Clients per Client Group</i>	<i>Annually per Client Group</i>	<i>% of spend</i>
Frail Elderly	75	£186,129	2.9
Homeless Families	70	£350,000	5.5
Offenders or People at risk of Offending	19	£276,382	4.3
Older people with support needs	1676	£1,487,423	23.4
People with a Physical or Sensory Disability	89	£221,157	3.5
People with Alcohol Problems	24	£103,797	1.6
People with Drug Problems	29	£399,923	6.3
People with Learning Disabilities	158	£1,218,641	19.2
People with Mental Health Problems	251	£1,036,760	16.3
Single Homeless with Support Needs	33	£257,174	4.0
Teenage Parents	8	£40,792	0.6
Traveller	6	£22,258	0.3
Women at Risk of Domestic Violence	28	£302,303	4.8
Young People at Risk	70	£379,904	6.0
Young People Leaving Care	19	£76,926	1.2
<b>TOTAL</b>	<b>2555</b>	<b>£6,359,570</b>	<b>100</b>

### FLOATING SUPPORT: SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS, 2004/5

<i>Client Group</i>	<i>No. of Users</i>	<i>Annually Per Client Group</i>	<i>% of Spend</i>
Offenders or People at risk of Offending	10	40,888	1.2
Older people with support needs	152	661,334	20.1
People with a Physical or Sensory Disability	81	217,928	6.6
People with Alcohol Problems	24	103,797	3.1
People with Learning Disabilities	76	470,499	14.3
People with Mental Health Problems	212	652,981	19.8
Teenage Parents	8	40,792	1.2
Women at risk of Domestic Violence	21	186,324	5.7
Young People at Risk	44	169,114	5.1

Young People Leaving Care	19	76,926	2.3
Homeless Families	70	350,000	10.6
People with Drug Problems	20	150,000	4.6
<b>TOTAL</b>	<b>737</b>	<b>3,120,583</b>	<b>100.0</b>

**ACCOMMODATION-BASED SERVICES:  
SUPPORTING PEOPLE CONTRACT VALUES AND SERVICE USER NUMBERS, 2004/5**

<i>Client Group</i>	<i>No. of Users</i>	<i>Annual Contract Value</i>	<i>% of Spend</i>
Frail Elderly	75	186,129	5.7
Offenders or People at risk of Offending	9	235,495	7.3
Older people with support needs	1524	826,089	25.5
People with a Physical or Sensory Disability	8	3,228	0.1
People with Drug Problems	9	249,923	7.7
People with Learning Disabilities	82	748,142	23.1
People with Mental Health Problems	39	383,780	11.8
Single Homeless with Support Needs	33	257,174	7.9
Traveller	6	22,258	0.7
Women at Risk of Domestic Violence	7	115,979	3.6
Young People at Risk	26	210,790	6.5
<b>TOTAL</b>	<b>1818</b>	<b>3,238,987</b>	<b>100.0</b>

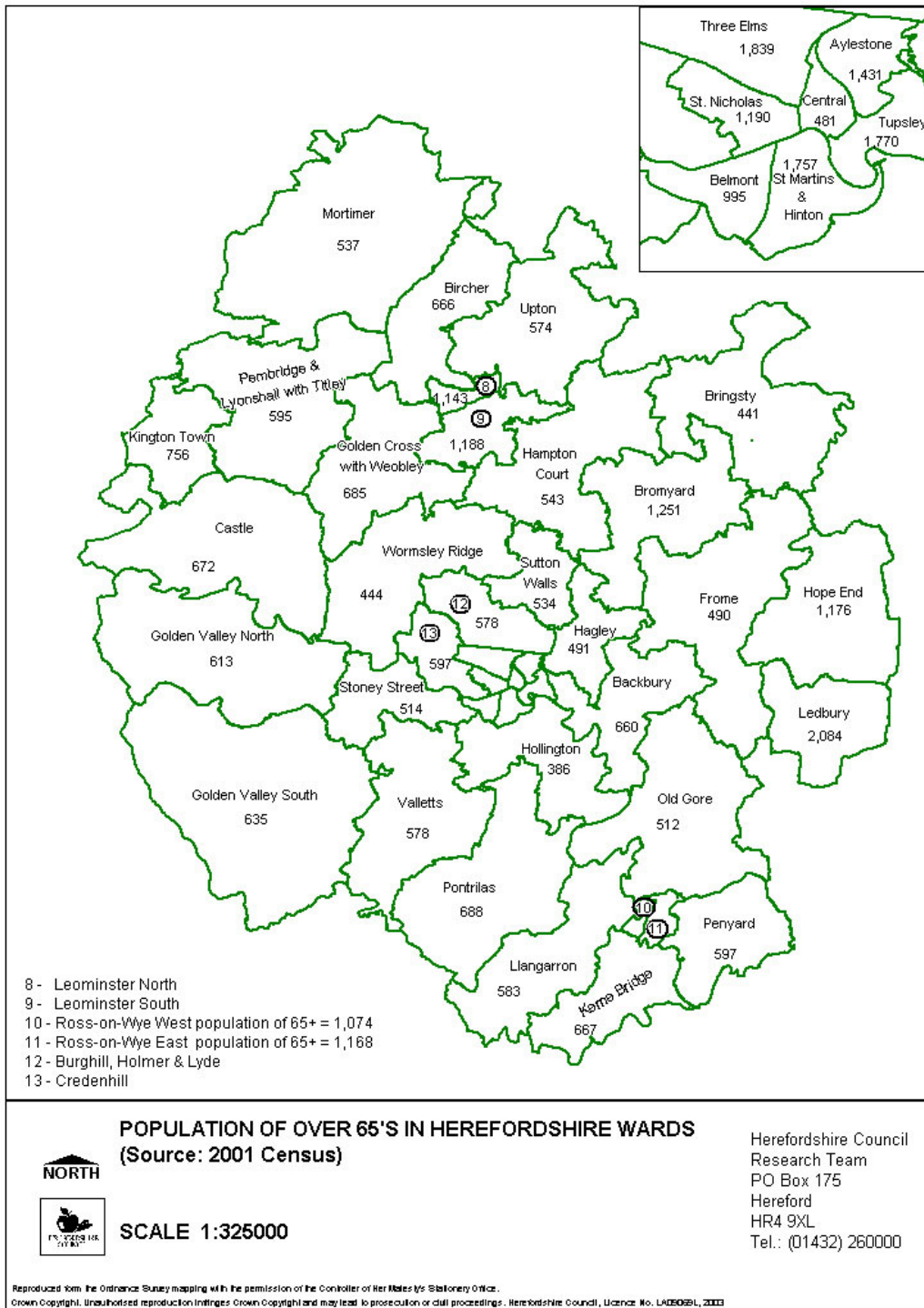


## APPENDIX FOUR – Outcomes of Scheme Reviews

### Progress on Herefordshire Supporting People Scheme Reviews to February 2005

	RECOMMISSION	REMODEL	TRANSFER SERVICE	DECOMMISSION	TOTAL
LEARNING DISABILITIES	3	1	10	0	14
PHYSICAL / SENSORY DISABILITIES	3	0	0	0	3
MENTAL HEALTH	2	3	2	3	10
OLDER PEOPLE WITH SUPPORT NEEDS	1	0	1	2	4
YOUNG PERSON AT RISK	1	0	0	0	1
HOMELESS FAMILIES WITH SUPPORT NEEDS	0	2	3	1	6
YOUNGER PERSON LEAVING CARE	0	0	2	0	2
<b>TOTAL</b>	<b>10</b>	<b>6</b>	<b>18</b>	<b>6</b>	<b>40</b>

# APPENDIX FIVE - THE POPULATION OF OVER 65's BY WARD



## APPENDIX SIX – Local Performance Indicators

Service Area	Local Performance Indicators	Target	Out-Turn
<b>Supporting People</b> This set of indicators are pending the approval of the Commissioning Body on behalf of the Administering Authority	1. Total number of SP service-users per 1000 population *		
	2. Average spend of total SP grant per head of population *		
	3. Average cost of accommodation-based services per head of population *		
	4. Average cost of floating-support services per head of population *		
	5. % of service providers achieving standard C or above in the QAF when validated by the Review Team		
	6. % of quarterly returns received		
	7. KPI 1: Availability – % units available for use compared to that specified within the contract		
	8. KPI 2: Utilisation – % occupancy or take-up rates for the service against the capacity specified within the contract.		
	9. KPI 3: Staffing Levels - the number of hours spent on support tasks compared to the contracted hours		
	10. The number from BME community receiving services from SP		

\* Herefordshire's 2003 mid-year population figure supplied by the Office of National Statistics = 176,900